



# **City of Portland Bureau of Development Services**

**Staff Presentation to the  
City Council**

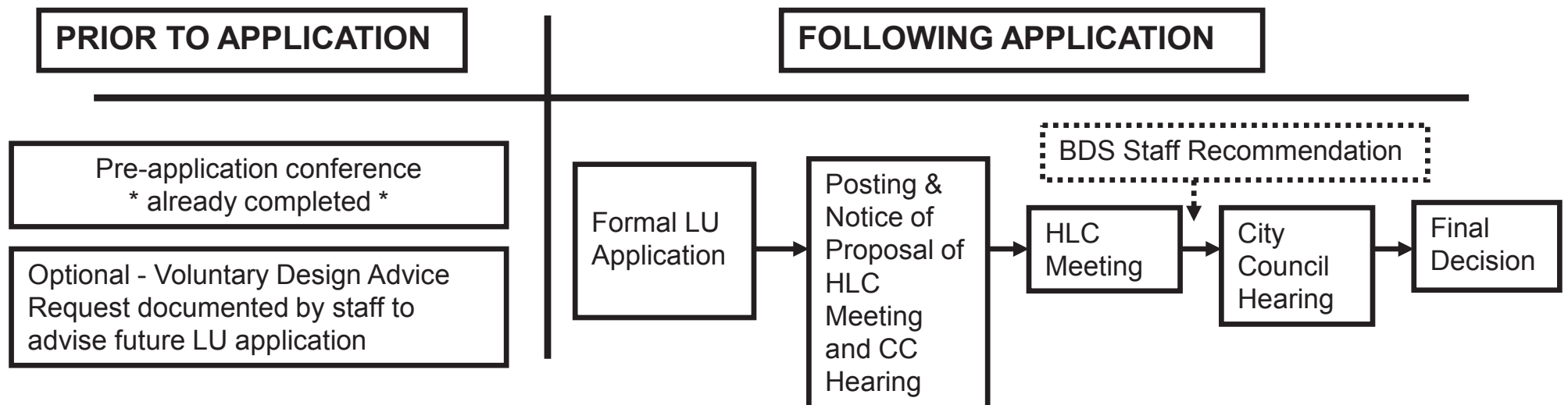
**Demolition Review  
LU 14-210073 DM**

**Buck-Prager Building - 1727 NW Hoyt  
Alphabet National Register Historic District**

*December 10, 2014*

# Type 4 Demolition Review

- Pre-application Conference
- Public Notice of Historic Landmarks Commission meeting and City Council Hearing
- Posting of Proposal at site, includes Historic Landmarks Commission meeting and City Council Hearing dates
- Historic Landmarks Commission Public Meeting – advisory
- BDS Staff prepares a Recommendation to City Council
- City Council Hearing – final decision



# Demolition Review - background

## Historic Resource Code Amendments [HRCAs]

Phase 1 (June 2002)  
Resolution No. 36076

Phase 2 (October 2004)  
Ordinance #178832



Historic Resources  
Code Amendments  
Phase 2



Exhibit A

Bureau of Planning  
Recommended Draft  
July 16, 2004  
(Appendix D Revised September 15, 2004)



- **Refined the relationship between local and state historic preservation regulations and improved the clarity of the Zoning Code;**
- **Made Improvements to:**
  - ***Zoning Code* incentives;**
  - ***Building Code* incentives;**
- **Expanded and strengthened the City's demolition review regulations to protect more historic resources**

*Demolition Review gives the public an opportunity to comment on the proposed demolition of a historic resource and allows opportunities for alternatives to demolition to be explored. The City Council will review the proposal, hold a public hearing and either approve, approve with conditions, or deny demolition of the resource.*

# Purpose— Demolition Review

## **33.846.080 Demolition Review**

### **Purpose.**

Demolition review:

- Protects resources that have been individually listed in the National Register of Historic Places and those that have been classified as contributing in the analysis done in support of a Historic District's creation;
- Protects Historic Landmarks and Conservation Landmarks that have taken advantage of an incentive for historic preservation and historic resources that have a preservation agreement;
- Recognizes that historic resources are irreplaceable assets that preserve our heritage, beautify the city, enhance civic identity, and promote economic vitality.

### **Review procedure.**

Demolition reviews are processed through a Type IV procedure.

# Precedent – 2010 Kiernan Building Demolition

- Demolition of contributing 1-story commercial building in New Chinatown/Japantown Historic District to be replaced with new 4-story Blanchet House of Hospitality on the same footprint.



Council found that, *on balance*, the proposal met the majority of the approval criteria.



# Approval Criteria – Demolition Review

## **Portland Zoning Code 33.846.080.C.2 Approval Criteria**

Proposals to demolish a historic resource will be approved if the review body finds that one of the following approval criteria is met:

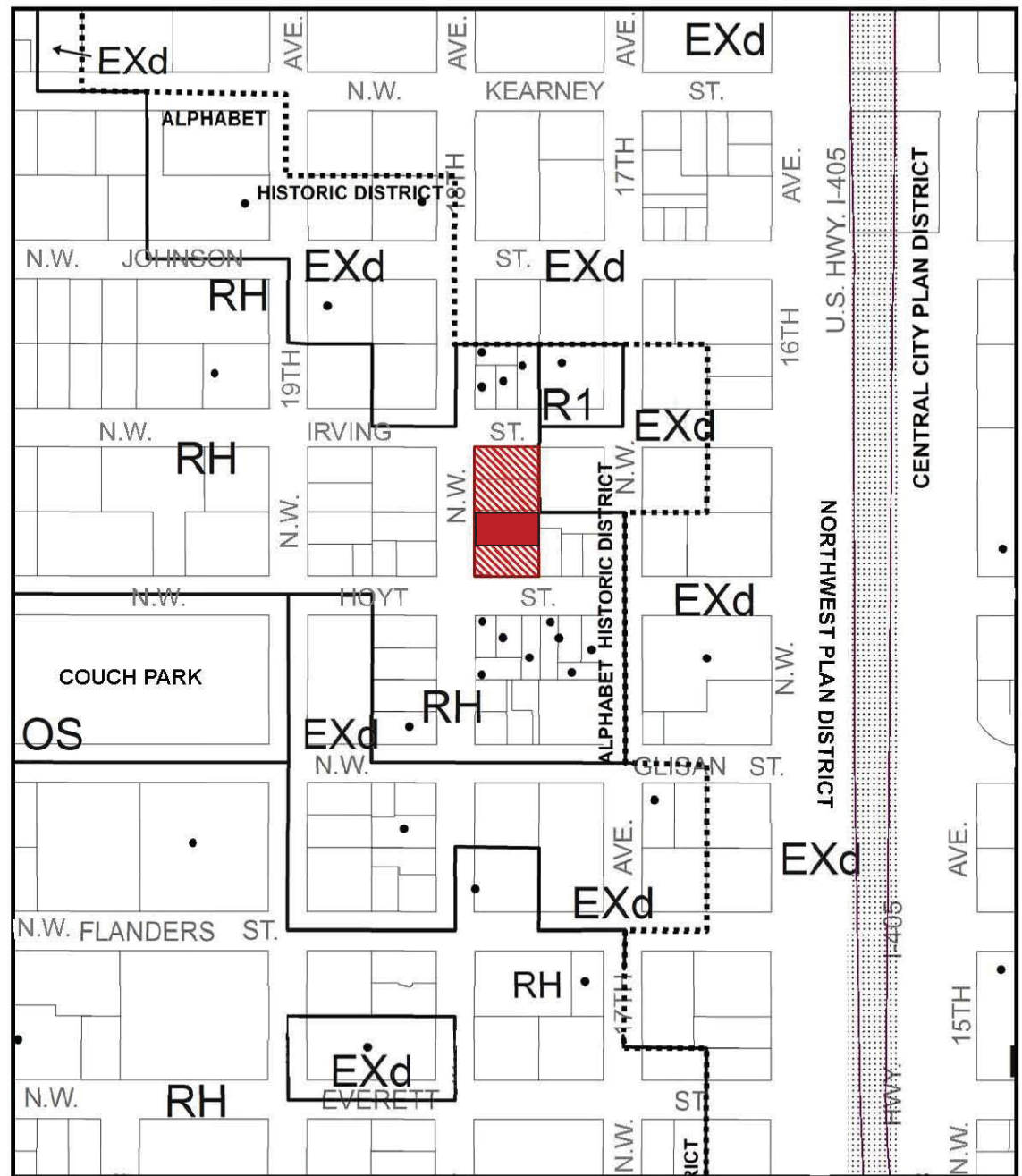
1. Denial of a demolition permit would effectively deprive the owner of all reasonable economic use of the site; or
2. Demolition of the resource has been evaluated against and, on balance, has been found supportive of the goals and policies of the Comprehensive Plan, and any relevant area plans. The evaluation may consider factors such as:
  - a. The merits of demolition;
  - b. The merits of development that could replace the demolished resource, either as specifically proposed for the site or as allowed under the existing zoning;
  - c. The effect demolition of the resources would have on the area's desired character;
  - d. The effect that redevelopment on the site would have on the area's desired character;
  - e. The merits of preserving the resource, taking into consideration the purposes described in Subsection A; and
  - f. Any proposed mitigation for the demolition.

*Applicable Plans include:*

- *Comprehensive Plan Goals and Policies document - Oct 1980/Nov. 2011)*
- *Northwest District Plan (2003)*
- *Alphabet Historic District National Register nomination (2000)*

# Zoning

- RH, High-Density Residential
- Alhabet Historic District, listed in the National Register of Historic Places on November 16, 2000
- Northwest Plan District
- 4:1 FAR allowed
- 75'-0" Height limit
- 1 unit per 1,000 sf of site area Min. Density



## ZONING



Site



Historic Landmark



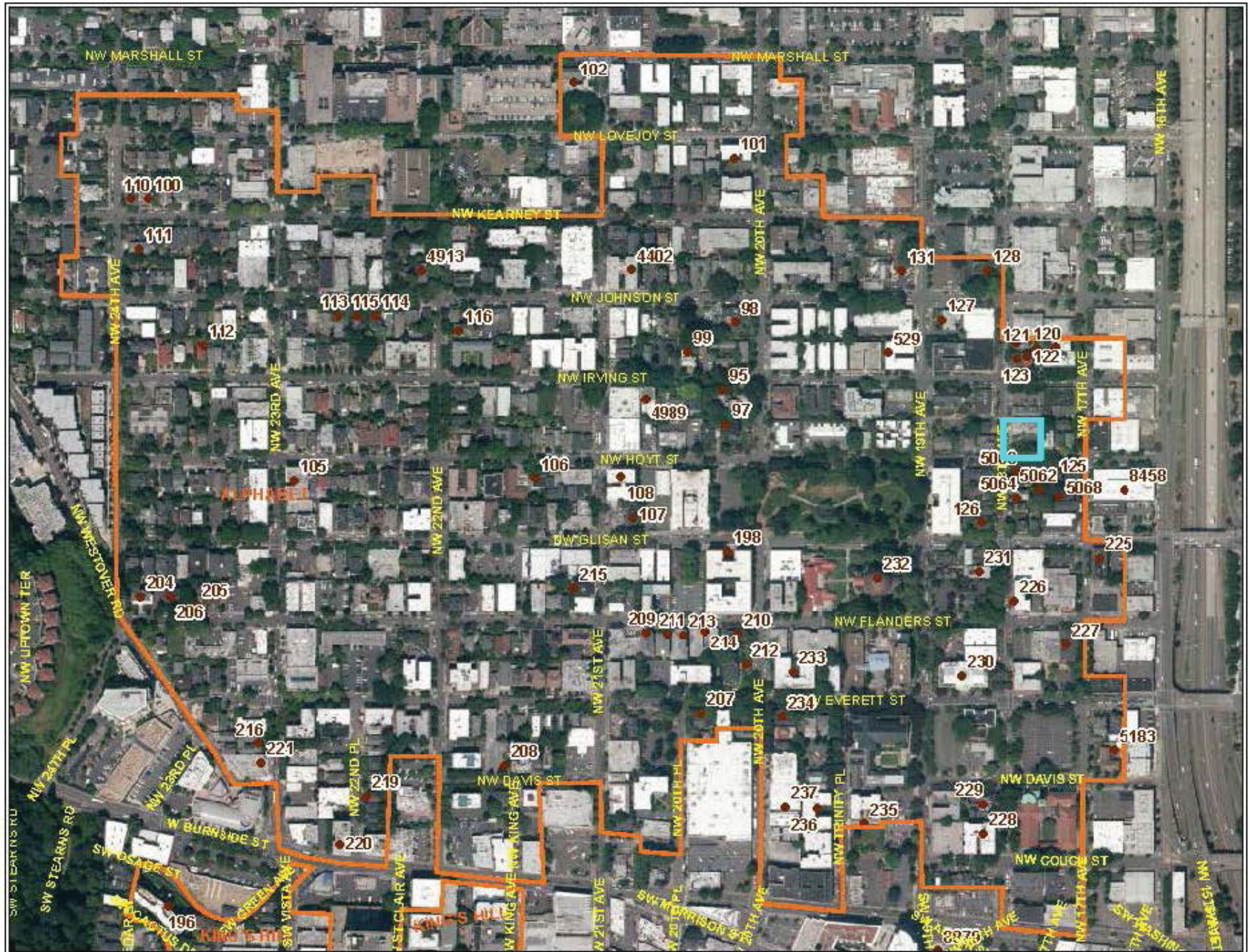
NORTH

This site lies within the:  
ALHABET HISTORIC DISTRICT  
NORTHWEST PLAN DISTRICT

File No.	LU 14-210073 DM
1/4 Section	2928
Scale	1 inch = 200 feet
State_Id	1N1E33AC 4200
Exhibit	B (Sep 10,2014)

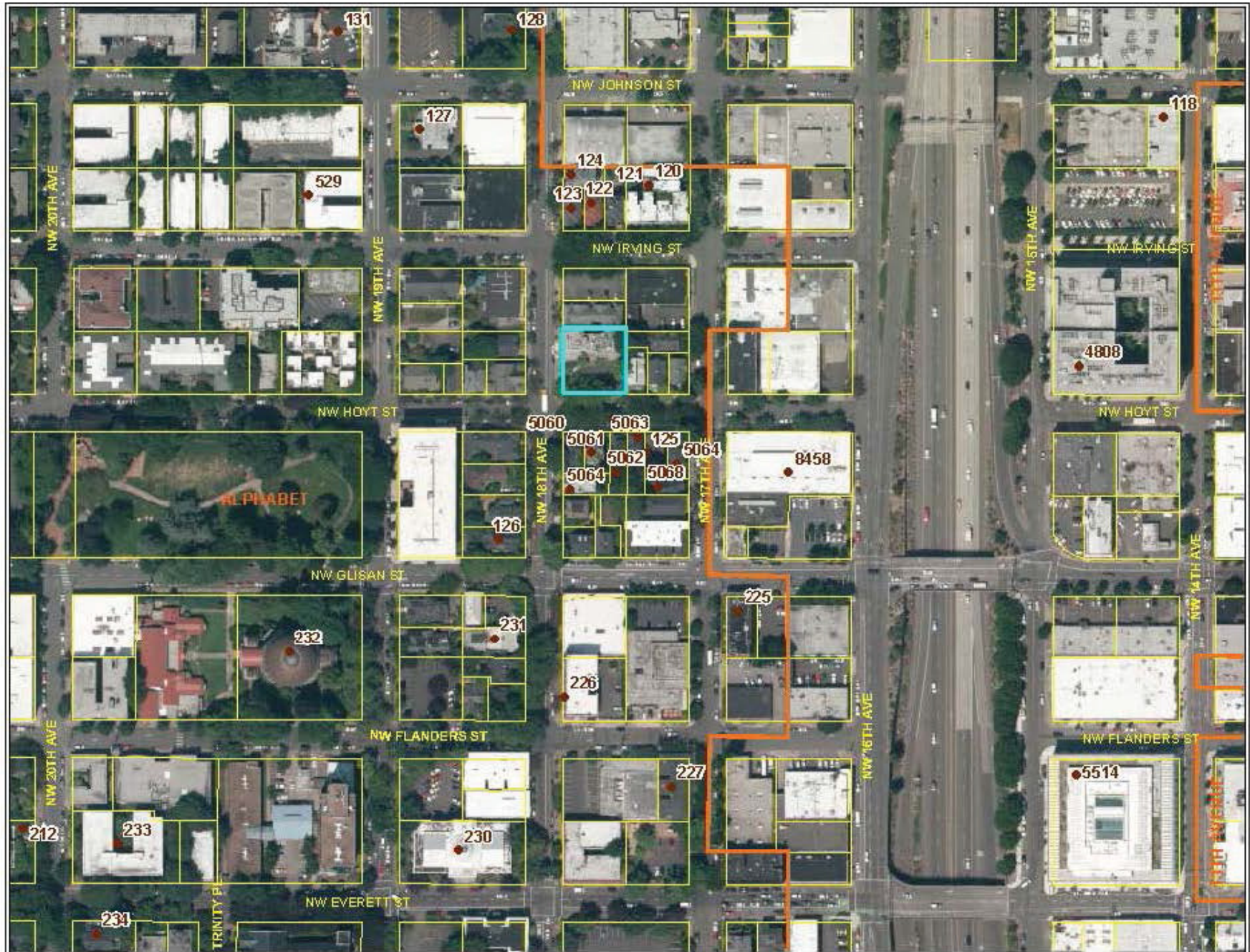


# Aerial View of District





# Aerial View of Site





# Site Photos





# Context Photos





# Context Photos





# Context Photos



# Background

The Alphabet Historic District was created in 2000, as it was found to meet the following National Register listing Criteria:

- A – Association with events that have made a significant contribution to the broad patterns of our history;
- B – Association with the lives of persons significant in our past; and
- C – Embodiment of the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

The Buck-Prager Building, was built in 1918, and identified as a Streetcar Era Commercial building. It has seen minor alterations from its original condition, most of which appeared to occur in 1980.

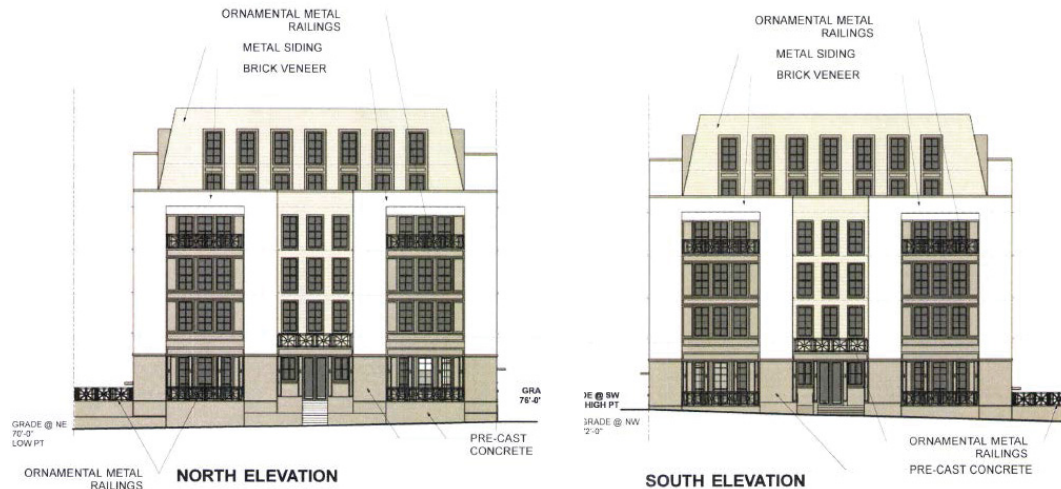
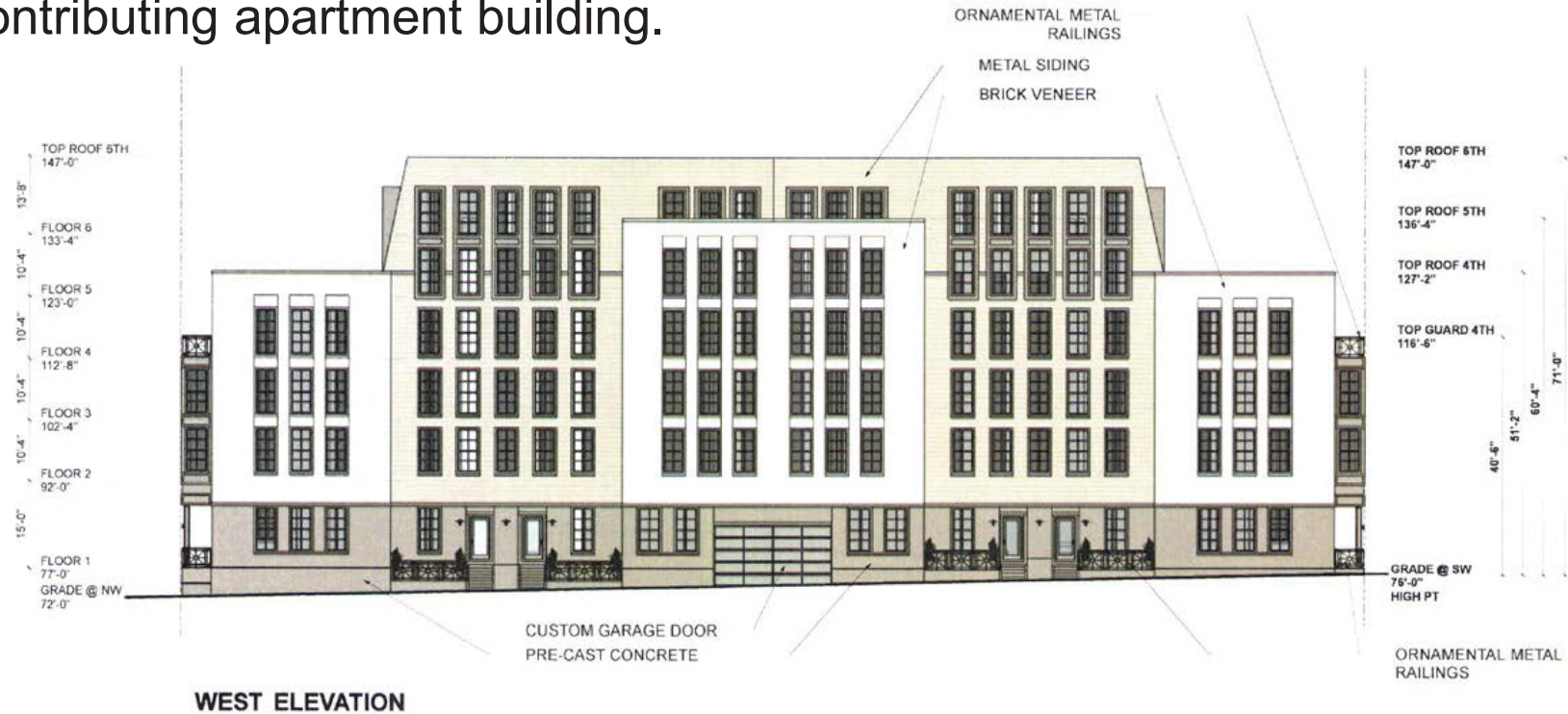
Associations not specifically mentioned in the National Register nomination:

- Owned by Ballou & Wright as an investment property;
- Designed and built as a hospital by Camp & DuPuy; and
- Opened by Mrs. Alta B.Y. Spaulding, as the Portland Women's Hospital, which she operated for 10 years; it then became a different hospital which she operated until 1935; it was later briefly renamed Spaulding General Hospital. She founded the Multnomah Hospital Training School, the precursor to OHSU School of Nursing.
- 1963 - owned and operated as the Arts and Crafts Society, location of first Julia E. Hoffman Gallery.



# Proposed Replacement Building

- Construction of a new 4-6 story residential building on the western half-block for market-rate and workforce housing; includes demolition of adjacent 1-story 6-unit non-contributing apartment building.



# Applicant response to the Approval Criteria

The City is better served by demolition and redevelopment than retention.

The historic resource lacks values directly associated with the Alphabet Historic District.

The historic resource lacks integrity.

The potential for redevelopment is greater than retention of the historic building because it is unattractive to potential tenants and would require significant and costly upgrades to make it habitable and marketable.

The proposed development would eliminate blight and strengthen the residential character of the neighborhood.

Redevelopment of the site would fulfill the comprehensive plan potential for the parcel.

# Staff Concerns

Staff does not believe the following Goals and Policies are met:

## Comprehensive Plan Goals and Policies

Goal 2: Urban Development	Goal 5: Economic Development
Goal 3: Neighborhoods	Goal 7: Energy
Goal 4: Housing	Goal 12: Urban Design

## Northwest District Plan

Policy 1: Land Use	Policy 8: Historic Preservation
Policy 5: Housing	Policy 10: Quality of Life
Policy 7: Urban Design	Policy 11: Environment

Staff believes the following Goals and Policies are met, or potentially met\*:

## Comprehensive Plan Goals and Policies

Goal 9: Citizen Involvement

## Northwest District Plan

Policy 4: Parking	Policy 9: Public Safety
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\* Staff believes these Goals and Policies could also be met with rehabilitation of the existing historic resource.

Staff *does not* believe that the approval criteria, on balance, are met.



# Staff Concerns – Goals and Policies not met

## CP Goal 2: Urban Development, NWDP Policy 1: Land Use

- Accommodate anticipated growth, through infill and redevelopment, while improving and protecting residential neighborhoods.
- Enhance the district's sense of place by supporting small-scale developments.

## CP Goal 3: Neighborhoods

- This goal encourages preservation of historic structures throughout the city and promotion of the historic character of the Northwest District.

## CP Goal 4: Housing, NWDP Policy 5: Housing

- These goals and policies suggest a diversity of housing should be provided to *“accommodate the needs, preferences, and financial capabilities of current and future households.”*
- The proposed replacement building is primarily market-rate housing.

## CP Goal 5: Economic Development

- Suggests providing diverse housing types *“to meet the varied needs of Portland citizens, including market, moderate and low income housing.”*
- Suggests defining and developing *“Portland’s cultural and historic assets as important marketing and image-building tools of the city’s business districts and neighborhoods.”*

## CP Goal 7: Energy, NWDP Policy 11: Environment

- *“Promote a sustainable energy future...”, “Encourage recycling and reduction of solid waste...”*

## CP Goal 12: Urban Design, NWDP Policy 7: Urban Design, Policy 10: Quality of Life

- *“Preserve and accentuate historic resources as part of an urban environment that is being reshaped by new development projects.”*
- *“Support the preservation of Portland’s historic resources through public information, advocacy and leadership within the community as well as through the use of regulatory tools.”*

## NWDP Policy 8: Historic Preservation

- *“Identify, preserve, and protect historic resources and support development that enhances historic qualities of the district.”*

# Public Testimony

42 items of testimony were received by December 1, 2014.

39 opposed to demolition

3 in support of demolition

5 items received since, all opposed

Nature of Opposition's concerns:

- Loss of significant history associated with the building, specifically women's history
- Incompatibility of the proposed replacement building and its effect on neighboring Landmarks
- Lack of public benefit provided as mitigation for demolition of a contributing resource
- Precedent that would be established

Nature of Support's concerns:

- Current underutilization of the site leading to nuisances and blight created by its relative unattractiveness

# Summary

## ***Staff Recommendation***

Staff recommends Denial of the application to demolish the Buck-Prager building.

## ***Options:***

1. Approve demolition
2. Approve demolition, with conditions
3. Deny demolition



**end of Staff presentation**